



Co-financed by the European Regional Development Fund

Inspire Policy Making with Territorial Evidence

# ESPO IMAGINE

Developing a metropolitan-regional imaginary in Milano-Bologna urban region

POLITECNICO DI MILANO\_G&L\_SCIENCESPO

\*DISCLAIMER: The results here presented are not final ; the final evidences will be available at IMAGINE ESPON webpage <https://www.espon.eu/imagine>.

## Targeted Analysis ESPON IMAGINE

Developing a metropolitan-regional imaginary in Milan-Bologna urban region

### // FINAL REGIONAL FORUM //

Tuesday 18 May 2021, 9h00 - 17h00

Stakeholders of ESPONE IMAGINE:



# Today: a brief overview

- I. **Testimonials and protagonist of ITI experiences**, together with other EU initiatives based on an integrated, sustainable, interregional approach, have been invited to illustrate **inspirational stories: new policy and governance framework based on new spatial imaginaries**.
- II. **Inspirational stories will be used to generate a dialogue among regional, national and European stakeholders, aiming at developing the basis of an integrated territorial initiative** for the Milano-Bologna urban region.
- III. Finally, we will discuss on the role of metropolitan cities and regions as well as corridors in the new cohesion policy framework, identifying to what extent ITIs can be considered crucial tools to support them in contributing to the objective of territorial cohesion

### **9.00 // WELCOME**

*IMAGINE Research team (Politecnico di Milano, Globus et Locus, Sciences Po)  
Piera Petruzzi, ESPON EGTC*

### **9.15 // Opening Speech**

*Nicola Favia, Dirigente Programmi a Rilevanza Strategica Nazionale e Internazionali, Dipartimento per le Politiche di Coesione, Presidenza del Consiglio dei Ministri*

### **9.30 // Introduction: main objectives and results of ESPON IMAGINE**

*IMAGINE Research team (Politecnico di Milano, Globus et Locus, Sciences Po)*

## 9.45 // First panel discussion: Corridors of European Union, regionalisation machines and resources for a new territorial cohesion //

*Chair Valeria Fedeli, Politecnico di Milano*

This first session will highlight the role of corridors, as spaces of regionalization and devices of territorial cohesion. It will provide the opportunity to discuss the role of corridors in the project of EU integration. It will present the Milano-Bologna urban region in its relational, interconnected, extraverted nature, introducing scenarios for transforming an infrastructural corridor into a territorial platform. It will establish a dialogue with other EU territories presenting the same feature and aspirations (Rhine-Alpine)

### **Inspirational story: EGTC Rhine Alpine**

*Bernd Scholl, ETH Zurich*

### **1st Viewpoint: Living like a urban region**

Question: what approaches and strategies could make the flows of people and goods in the Milan-Bologna system smoother and more efficient?

*Mobility and logistics actors // Marco Piuri, AD Trenord; Marco Spinedi, Presidente Interporto di Bologna*

### **2nd Viewpoint: Competing like a urban region**

Question: under which condition the infrastructural corridor can become a territorial platform able to improve liveability and competitiveness?

*Chambers of Commerce, Business associations // Sergio E. Rossi, Vicesegretario generale CCIAA Milano Monza Brianza Lodi; Franco Baraldi, Dirigente CCIAA Bologna; Francesco Rolleri, Presidente Confindustria Piacenza (TBC); Francesco Caracciolo, DG. Confindustria Pavia (TBC)*

### **Open debate**

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**Inspirational story: EGTC GO - ITI Territorio dei comuni Gorizia, Nova Gorica e Šempeter-Vrtojba**  
*Ivan Curzolo, Tomaž Konrad, Director and deputy-Director EGTC GO*

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Question: how can regional policy-design support a new regional imaginary?

*Regions // Raffaele Cattaneo, Assessore all'Ambiente e Clima, Regione Lombardia; Irene Priolo, Assessore all'ambiente, difesa del suolo e della costa, protezione civile, Regione Emilia-Romagna*

### **2nd Viewpoint: Seeing like an urban region**

Question: how should new collaborative regional alliances be developed?

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**12.40-14.00 LUNCH BREAK**

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*Joerg Knieling, Hafen City University*

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Question: how to support places and territories?

*Bank foundations, National Associations of Municipalities // Claudia Sorlini, Vicepresidente Fondazione Cariplo; Marco Giubilini, Referente Territorio e Digitalizzazione ANCI Emilia-Romagna; Maurizio Cabras, Direttore Dipartimento Territorio ANCI Lombardia*

### **2nd Viewpoint: Acting like an urban region: the EU Green deal as a reference for establishing a new translocal alliance**

Question: the EU Green deal as a reference for establishing a new translocal alliance?

*Metropolitan cities/inner areas (MI-BO PV-PC) // Arianna Censi, Vice Sindaca, Città Metropolitana di Milano; Marco Monesi, Assessore alla Pianificazione, Città Metropolitana di Bologna; Valentina Orioli, Vicesindaca Comune di Bologna; Vittorio Silva, Direttore Generale, Provincia di Piacenza*

### **Open debate**

**15.20-15-30 BREAK**

## **15.30 // Fourth Panel Discussion: Urban regions in the 2021-2027 EU cohesion policy //**

*Chair Henk Bouwman, Secretary General METREX*

The aim of this final session is to open a space for discussion about the role of EU urban regions in the 2021-2027 cohesion policy, stressing their potential both at national and EU level. At the same time the session, with the contribution of national stakeholders, also aims at setting the conditions for the Milan-Bologna urban region stakeholders to take an active role in embedding the regional imaginary within the innovative governance frameworks offered by the Integrated Territorial Initiatives.

### **Round table**

*Marco Cremaschi, Sciences Po, IMAGINE team, introducing the session*

*Henk Bouwman, Secretary General of METREX coordinating the session*

- *Jan Olbrycht, MEP, European Parliament*
- *Sebastiano Zilli, European Commission DG REGIO*
- *Wiktor Szydarowski, ESPON EGTC Director*
- *Mara Cossu, Ministry of Environment and Protection of Land and Sea*
- *Luisa Pedrazzini, ESPON MC Italy*
- *Xavier Tiana Casablanca, Metropolitan Area of Barcelona*
- *Andrzej Czajkowski and Małgorzata Kucińska, City of Warsaw*
- *Carmine Pacente, Metropolitan City of Milan and Committee of the Regions*
- *Prof. Maria Prezioso, University "Roma Tor Vergata", ESPON Contact Point Italy*

## **17. 00 // Conclusion and end of the Meeting**

*Piero Bassetti, Presidente Globus et Locus*

*Alessandro Balducci, Politecnico di Milano, DASTU*

*Valeria Fedeli, ESPON IMAGINE Coordinator – Politecnico di Milano, DASTU*

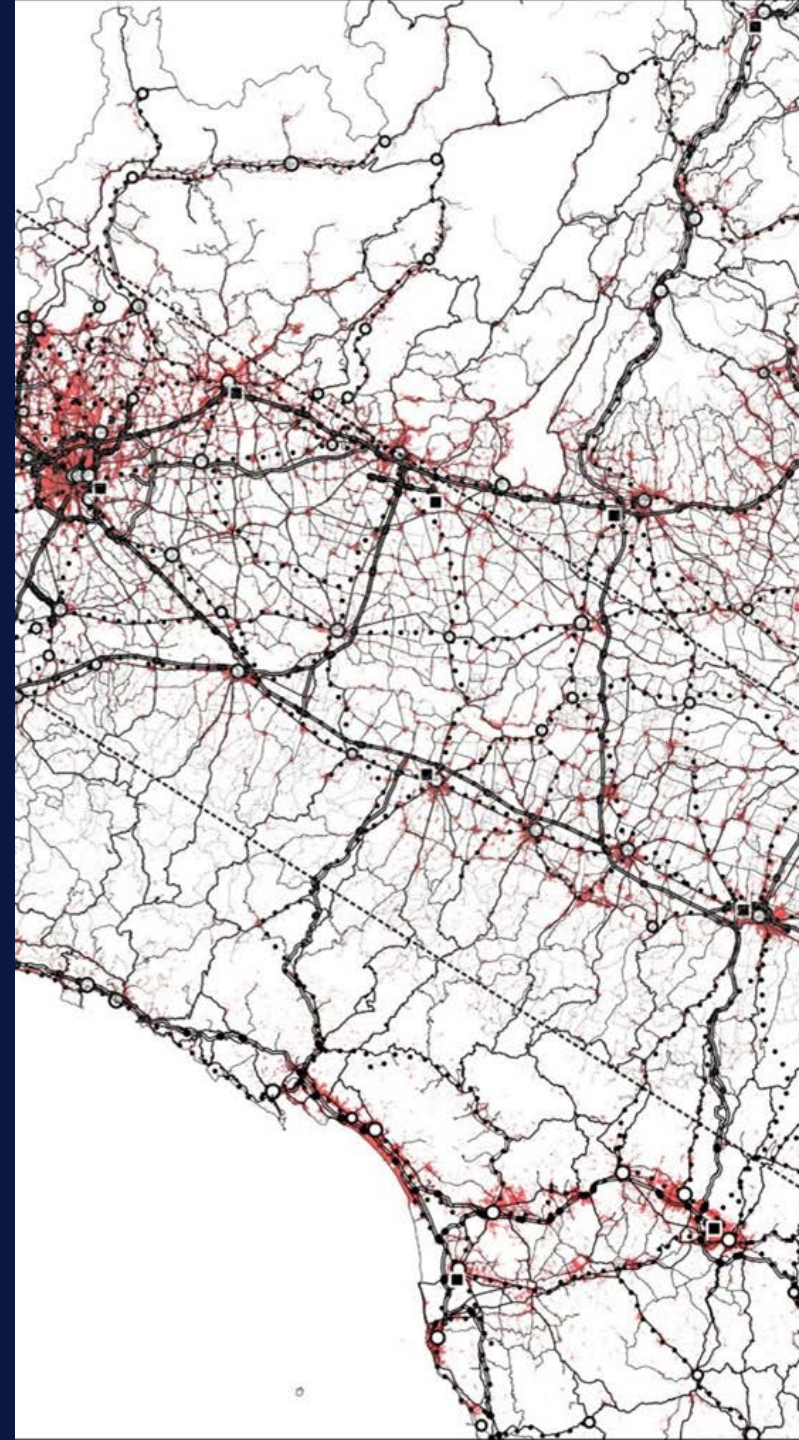
*Piera Petruzzi, ESPON IMAGINE Officer*



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# ESPON IMAGINE

## BRIEF OVERVIEW OF THE PROJECT



# 1.1 The research/policy problem

- Cities and metropolitan areas are experiencing processes of uneven renewal of the city - economic development nexus.
- **Growing economic differentiation between places:** new competitiveness patterns, new forms of marginalization and peripheralization are being produced: as a result, **territorial cohesion can be seriously at threat**
- **A traditional understanding of the “urban” is not sufficient** to deal with the nature, rhythm and scale of these processes
- **New spatial imaginaries are needed, able to feed also new governance frameworks** and generate new visions and strategies: the regional dimension

## 1.2 The project stakeholders' expectations

- Elaborate a **new common narrative as the basis for an integrated territorial strategy** able to address most recent economic processes and their territorial (socio-spatial) impacts.
- Experiment **innovative tools and learn from inspiring cases, in order to translate the new narrative in concrete inputs for policy making,**
- **Start a process of policy transfer at EU - national level,** reflecting on ITI as innovative tool to support new spatial ( regional) imaginaries

# 1.3 Four research keys

## **K1\_ Corridors as crucial drivers for change and new territorial hierarchies:**

moving beyond the simple identification of corridors as infrastructures, but looking at them as new territorial formations, serving actively or passively the new logics of the economy of flows.

## **K2\_ Marginality to be reconceptualized**

Couples like peripheral/central, exclusion/inclusion, global/local, city/country are not dichotomies, rather **cohabiting conditions a fractal geography rather than simple geographies of fractures and cleavages** (Behar, 2015),

## **K3\_ Metropolitan areas and peripheral areas not as separated objects (as well as urban or territorial policies)**

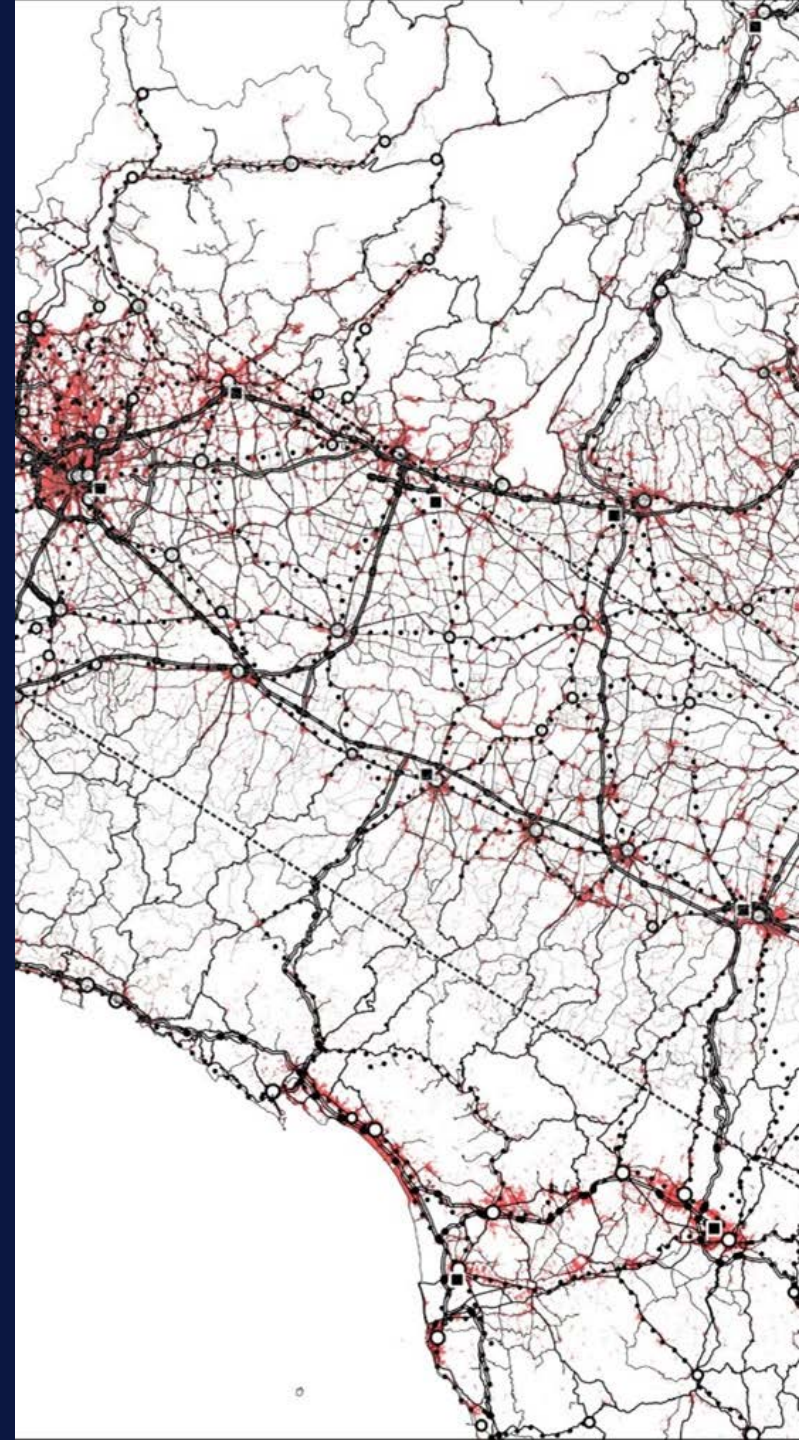
Developing an interrelated and transcalar approach allows to better understand the strong (or weak ties) between large conurbations and what we still look at as the “background”.

**K4\_ Spatial imaginaries are primarily produced by experts and politicians, but they fail to be “shared by a large group of people, if not a whole society”** (Healey 2007). Metropolitan regional governance often remains a technical exercise,

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# ESPON IMAGINE

Main analytical results from  
**REGIONAL PORTRAIT and CASE STUDY**



# ESPON IMAGINE: Studying Milan-Bologna urban region, Focussing on the impact of HSR on regionalisation

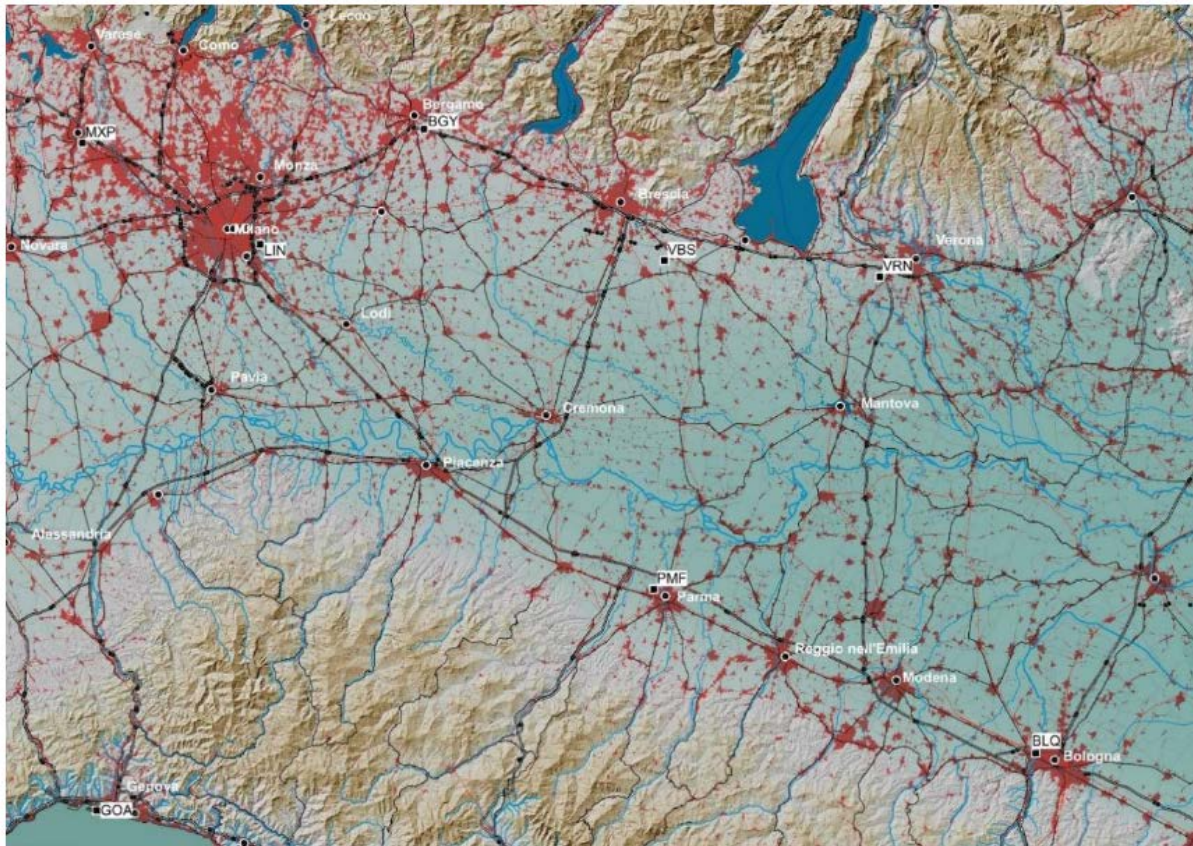


Figure 3 – Morphological, infrastructural, and urban structure of the area between Milano and Bologna'

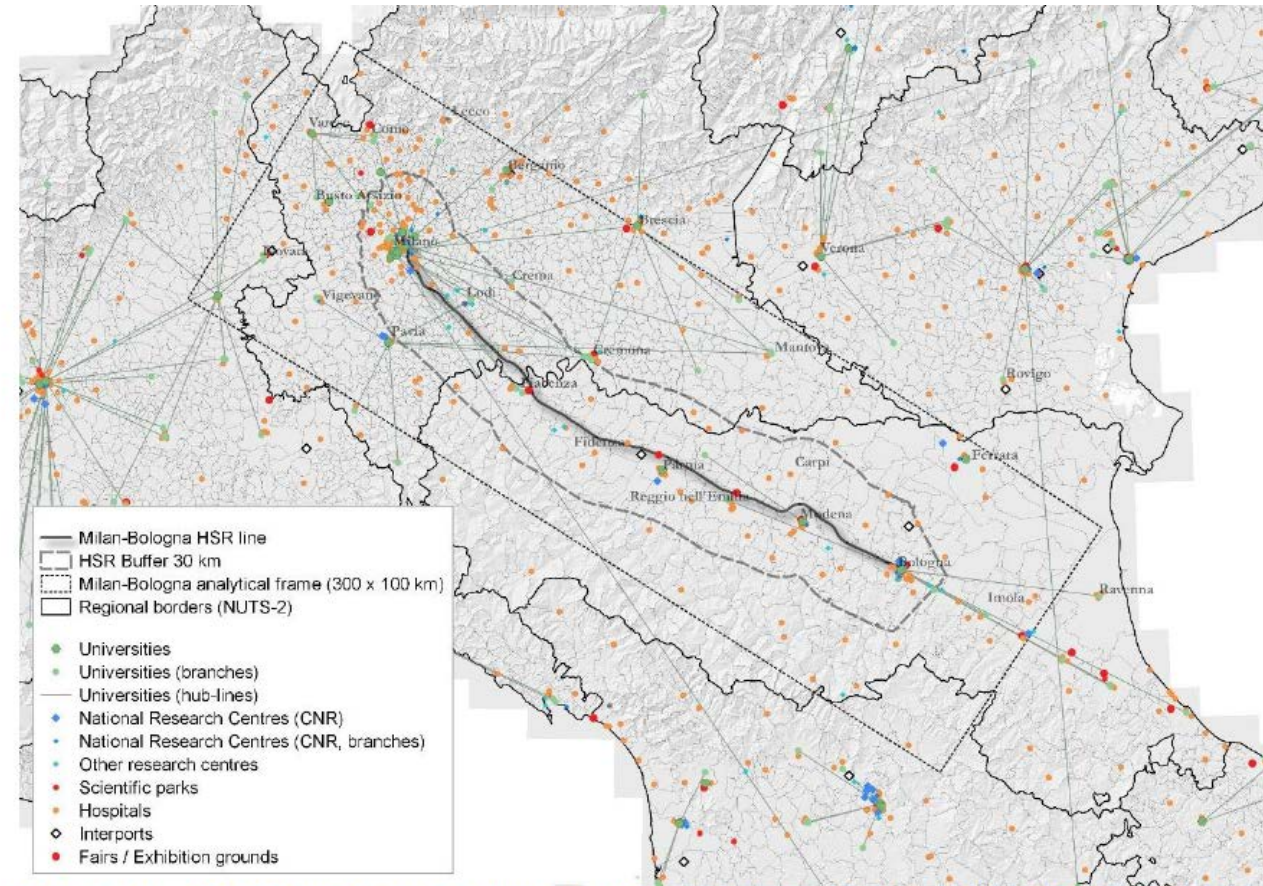


Figure 4 – Great functions and main infrastructures of the Milano-Bologna urban region

## 2.1 KEYS to A REGIONAL PORTRAIT

### **What makes the region?** (*Regionalisation of the urban*)

*Material and immaterial elements that, along the infrastructural corridor, allow a regional dimension on the life of its inhabitants.*

### **Living like an urban region?** (*Regionalisation of mobility*)

*People mobility as an indicator and a proxy of an integrated functional urban space.*

### **Is the HSR corridor a regionalisation machine?** (*Regionalisation dynamics*)

*Key socio-economic dynamics and trends, over the last 20 years*

### **Growing like an urban region?** (*Regional competitiveness and public investments/resources*)

*Degree of competitiveness of Milano-Bologna urban region; role of the Industrial districts*

*Distribution of public resources generated under the EU framework and financial autonomy of municipalities: activation potentials*

### **Acting or seeing like a region?** (*New spatial imaginaries need /Institutional cooperation potential*).

*The role played by institutional actors (cooperation networks, metropolitan governments, public utilities, and agencies) in activating a supralocal, if not a regional scale.*

### **A regional transition?** (*Ecosystemic services with a regional transition perspective*)

*The environmental challenges and capacity to develop a transcalar approach to transition*

# *Favouring* Regionalisation

## **A polycentric urban region, with a strong urban/rural integration**

- Densely populated, interconnected, polycentric based on highly qualified regional infrastructures.

## **Demographic positive dynamics are evident within the buffer area (30km)**

- Picks in Milano and (to a lesser extent) the southern area of its metropolitan city.
- Slower trend, along the Emilia Corridor, with degrowth in the in-between areas

## **One of the richest and wealthiest areas of the country**

- Except for a few fringe areas, the remaining LAUs present at all indicators above the median

## **Productivity as a regional continuum.**

- Productivity is very high along the corridor, as well as the value-added per employee

## **A competitive economic corridor**

- Higher competitiveness if compared to the other Italian corridors.

## **Mobility Regionalization of lifestyles.**

- Strong local and regional mobility, based on less hierarchic and polarised mobility patterns than in other urban areas.



# *Hindering* Regionalisation

## Some important spatial discontinuities and stressing factors,

- The “Pianura Padana” operational landscape and the Mountain inner areas
- Intense urbanization dynamics: one of the most environmentally problematic area in EU

## Economic growth differentials

- Decreasing levels of competitiveness on the eastern and the western side of the HSR and in the in-between provinces crossed by the HRS but not directly served

## HSR impacts to territorial cohesion

- The HSR corridor is attracting more consistently wealth in its immediate surroundings, like a magnet, producing potential demographic and economic shrinkage along the Apennines and the plains.

## The role of intermediary spaces








- Intermediate spaces emerging, with reduced living costs, attractive to new functions ( logistic, but also residential): potential frictions and threats to the urban/non urban relationship

## HSR impacts on the regionalization of mobility

- HSR has worked as an accelerator of connectivity at the national level but has limitedly improved the regional connectivity and produced a hierarchization on specific cities, at the expenses of others, working like a pipeline rather than a backbone (at least in its initial phase).



## Socio-demographic dynamics









	+	+	+	overall growth
	+	+	-	population and real estate growth
	+	-	+	population and income growth
	-	+	+	real estate and income growth
	+	-	-	population growth only
	-	+	-	real estate growth only
	-	-	+	income growth only
	-	-	-	overall decline

RP 3.2.1 – Population change 2011-2019 (+ if higher than 0)

RP 3.2.2 – Change in house prices 2012-2019 (+ if higher than 0)

3.2.3 – Income change 2012-2018 (+ if higher than median)

## Competitiveness

	+	+	+	big firms - productive - hi-tech
	-	+	+	no big firms - productive - hi-tech
	+	+	-	big firms - productive - non hi-tech
	+	-	+	big firms - less productive - hi-tech
	-	+	-	no big firms - productive - non hi-tech
	-	-	+	no big firms - less productive - hi-tech
	+	-	-	big firms - less productive - non hi-tech
	-	-	-	no big firms - less productive - non hi-tech

RP 4.1.1 – Number of active big firms (+ if higher than 0)

RP 4.1.2 – Value added per employee (+ if higher than median)









RP 4.1.3 – Employees in high-tech (+ if higher than median)

### Environmental fragility





## Spatial subjectivities

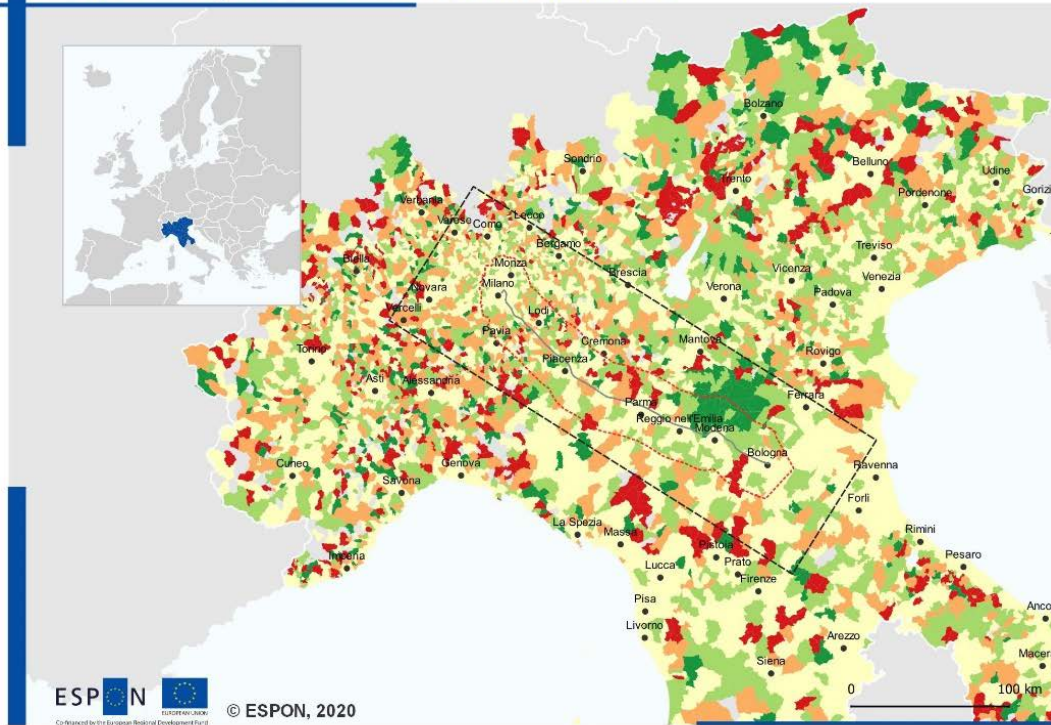
-  Pole-Dense-Interconnected
-  Pole-Dispersed-Interconnected
-  Pole-Dense-Locked
-  Pole-Dispersed-Locked
-  Peripheral-Dense-Interconnected
-  Peripheral-Dispersed-Interconnected
-  Peripheral-Dense-Locked
-  Peripheral-Dispersed-Locked

RP 6.1.1 – Levels of peripherality 2014 (Pole / Peripheral)

RP 6.1.2 – Housing dispersion 2011 (Dense / Dispersed)

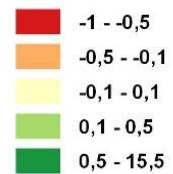
RP 6.1.3 – Number of shares in public utilities per municipality 2020 (Interconnected / Locked)

### IA 1.2 – Change in the number of creative industries



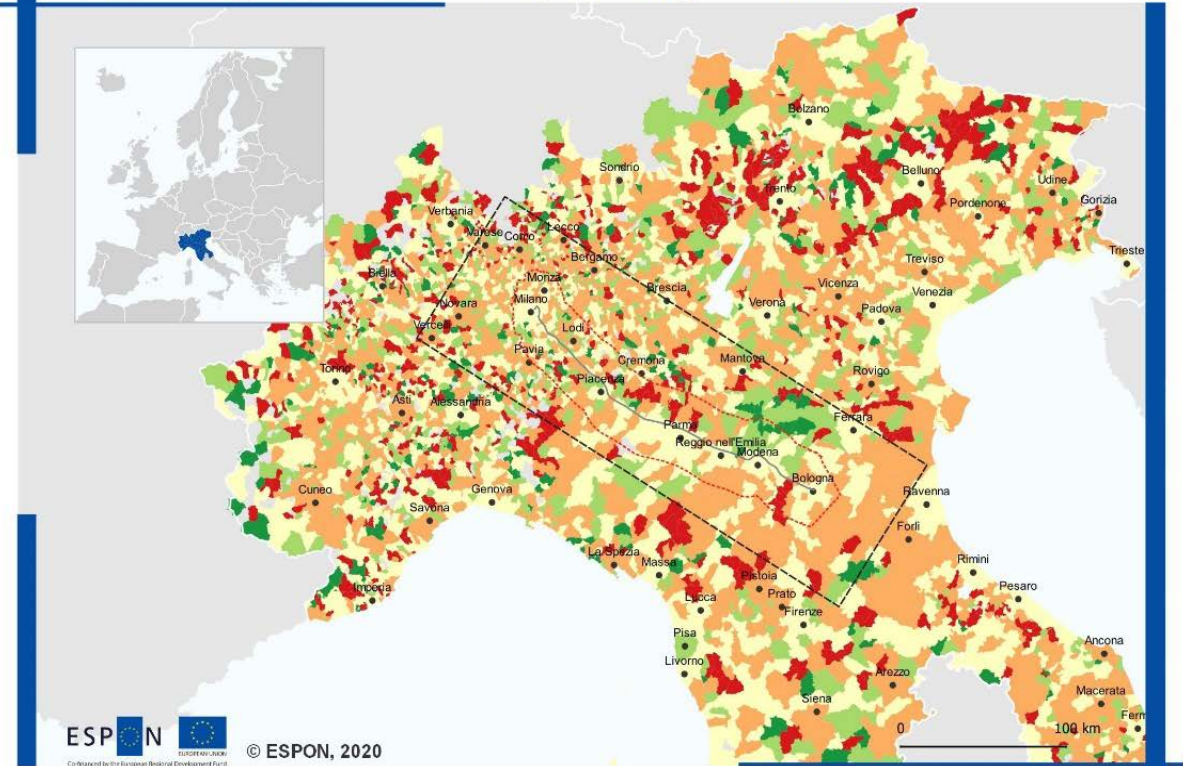
Territorial level: LAU2 (version 2011)  
 Source: ESPON IMAGINE, 2021  
 Origin of data: ISTAT, 2011, 2017  
 © University of Geneva for administrative boundaries

#### Rate of change in the number of creative industries (local units) 2011-2017



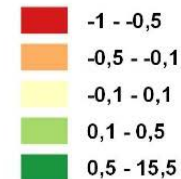
- Provincial/Metropolitan Capital
- ▭ Milan-Bologna frame (300x100 km)
- ▭ HSR Milan-Bologna: 30 km buffer
- ▭ no data

### IA 1.3 – Change in the number of transport and logistics industries



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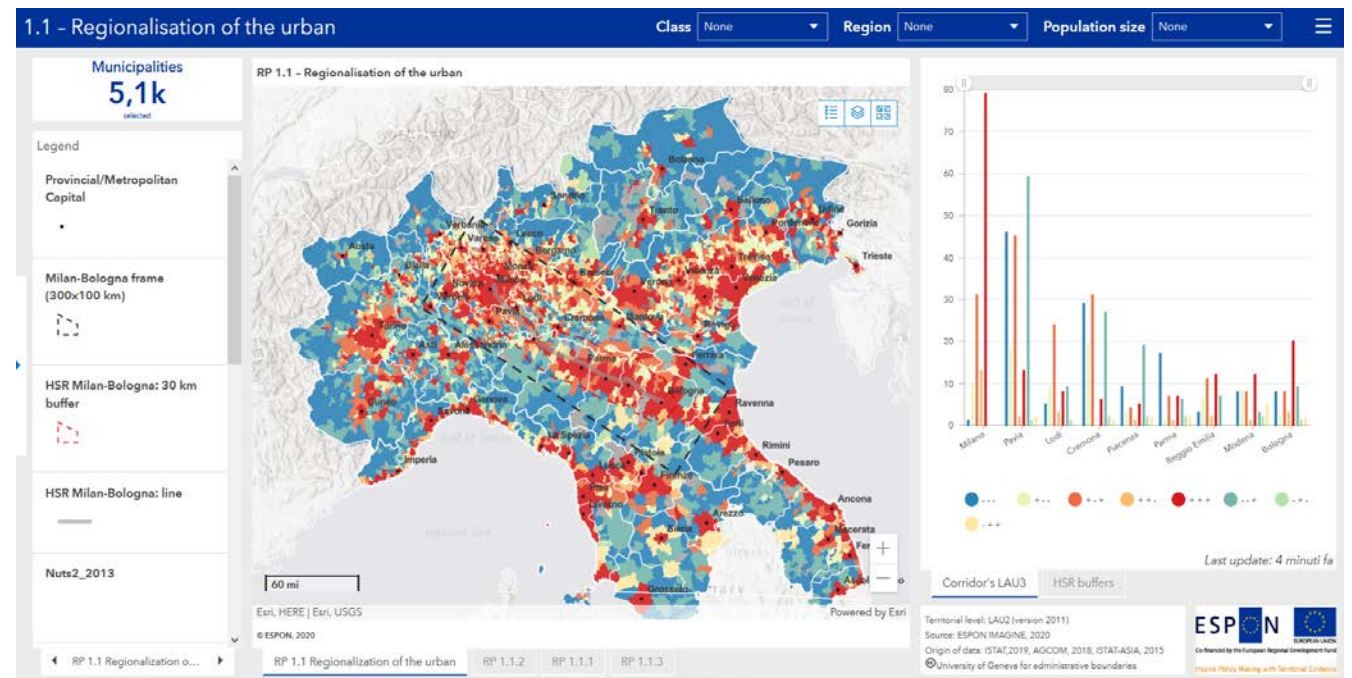


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# A Visual Platform

- to **increase the accessibility** of the spatial analyses and elaborations developed in IMAGINE
- to **enable spatial visualization** overcoming traditional boundaries
- to **support the debate** regarding the exploration and selection of key indicators for the targeted analysis.



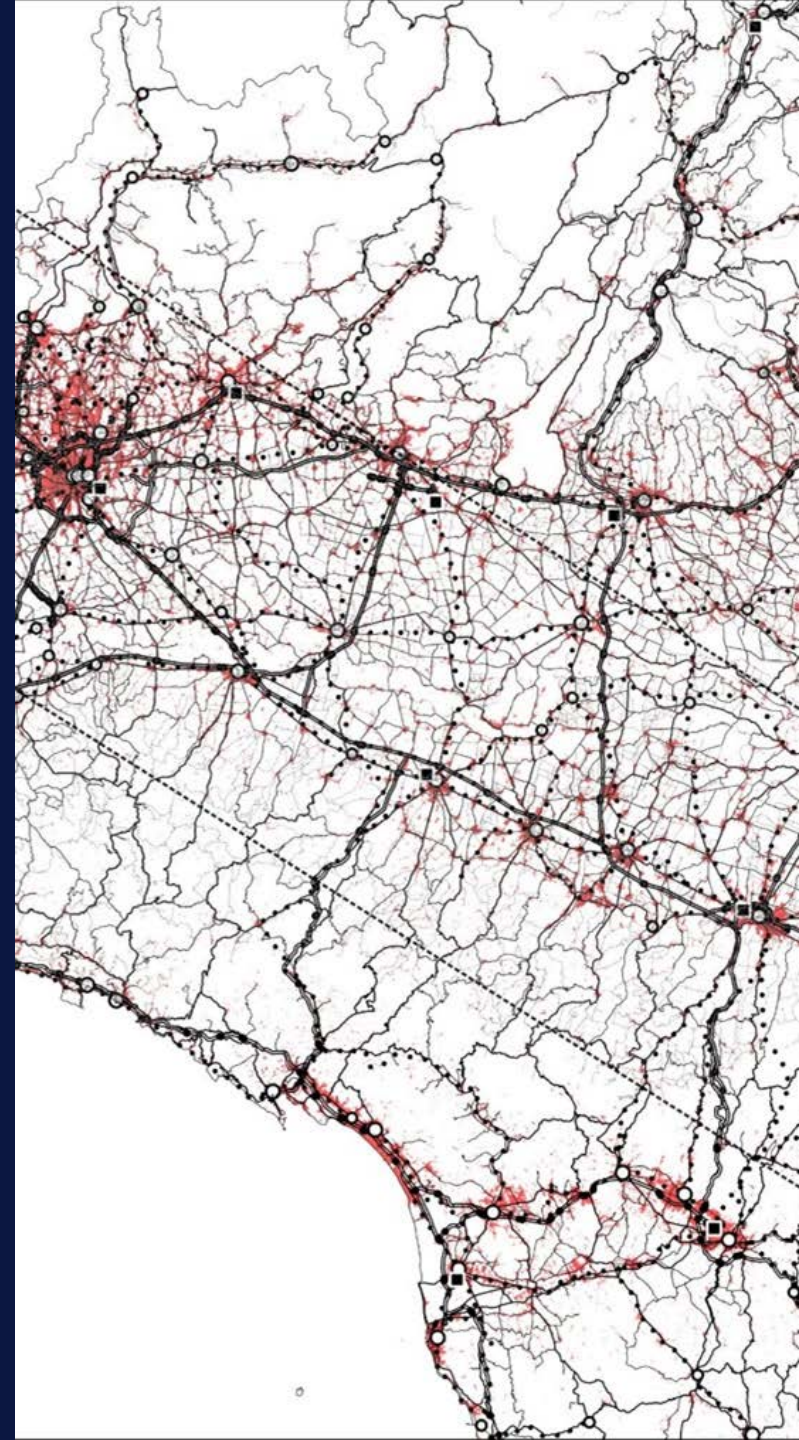
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# ESPON IMAGINE

## TERRITORIAL SCENARIOS

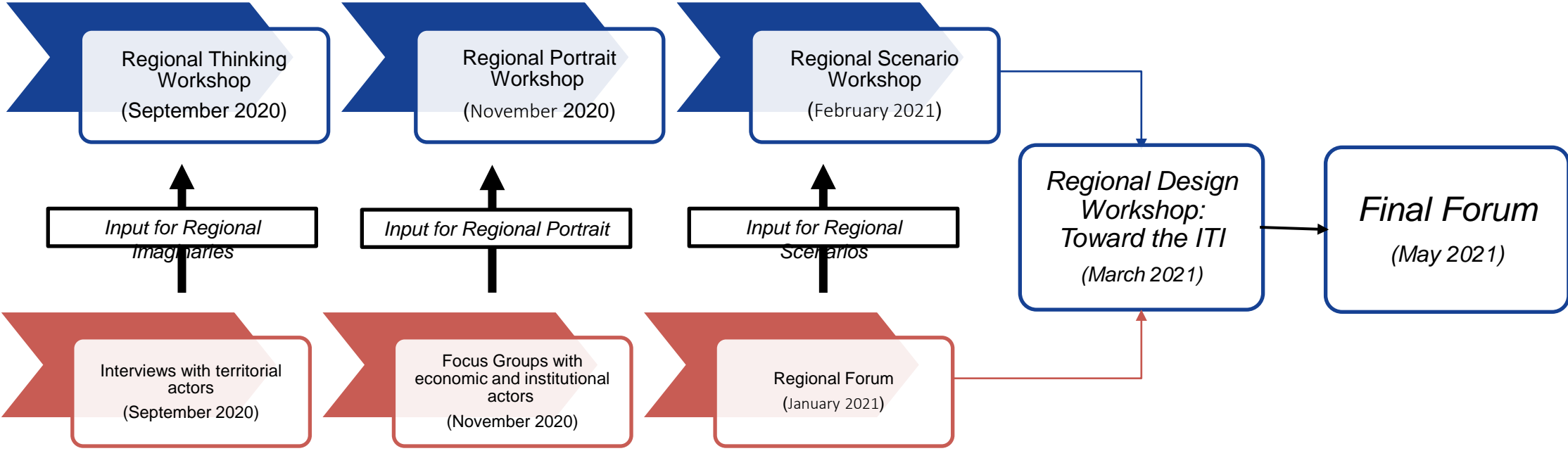
## GOVERNANCE SCENARIOS

## POLICY SCENARIOS



# Stakeholder engagement path

*Engagement of IMAGINE's stakeholders*



*Engagement of territorial actors (institutions, economic, research)*

## **SCENARIO 1: The corridor as a magnetic pipe**

The scenario envisions the permanence of the HSR Milano-Bologna as a pipe that connects the historical territorial systems: the Lombard radio-centric polycentrism (with the inclusion of Novara, in Piedmont region) having Milano at its centre, and the Via Emilia's linear polycentric urban system from Rimini to Piacenza.

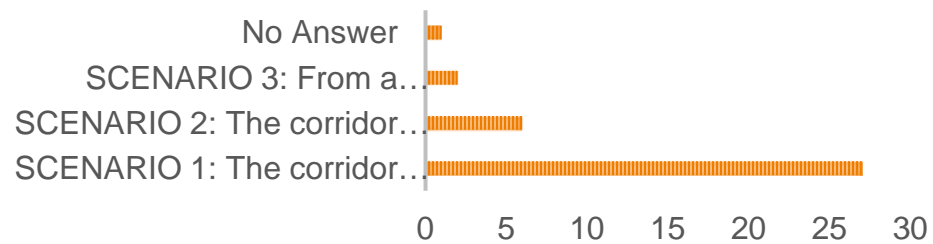
## **SCENARIO 2: The corridor as a backbone**

The scenario envisions the development of the corridor into a more integrated and balanced polycentric territorial system avoiding the polarisation between regional capital cities, medium-sized cities, small towns, and inner areas.

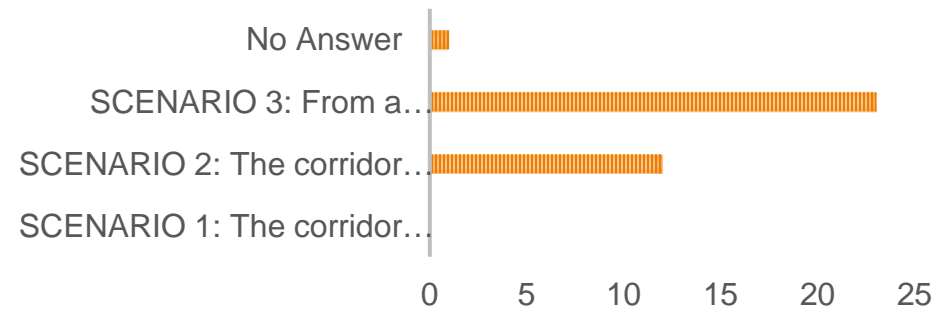
## **SCENARIO 3: From a corridor to a territorial platform**

The scenario envisions a radical change in the structure of the corridor, occurring by virtue of the greater attractiveness of the Apennines foothills and plain 'middle' areas for families and businesses, reversing the current urban and economic hierarchies.

## IN YOUR OPINION, WHAT SCENARIO IS MORE LIKELY TO HAPPEN?



## IN YOUR OPINION, WHAT SCENARIO IS MORE DESIRABLE?



## WHICH ONE OF THE FOLLOWING STATEMENT IS MORE DESIRABLE?

Rural-urban partnerships are redesigned in a perspective of circular economy and effective ecosystem services. (Scenario 3)	Wealth is diffuse also outside the corridor, triggering new processes of local sustainable development. (Scenario 3)	Integration between the regional mobility systems of Lombardia and Emilia Romagna. (Scenario 2)	The corridor experiences the declining of agglomeration advantages and cost of distance. Increasing links between the global, the local and the more decentralised...	Logistic activities are reorganized according to a new sectoral vision aimed at creating a joint logistics inter-regional multipolar platform. (Scenario 2)			
	Metropolitan areas can play as a pivot of territorial cohesion. (Scenario 2)	The inner areas of the corridor become remarkably attractive for families escaping from the high social costs of living in cities. (Scenario 3)	Urban sprawl and land consumption increase, together with renovation processes in small towns and villages. (Scenario 3)	Public multiutiliti... become vectors of regional innovation. (Scenario 2)	Public multiutiliti... must reorganize themselves in order to deal with a new and more strategic...		
					The inner areas of the corridor and the in-between area that develops...	Thr...	We...
						Medium sized citie...	
			Wealth is diffuse along the corridor, and more homogeneously localized, partially rebalancing the polarization between regional...				

# EU Green New Deal

## An opportunity for action and a frame of meaning

- **How to move from a scenario-making exercise to a frame of meaning capable of inspiring policy and planning?**
- **EU Green New Deal, promoted by the EU.** The European cities and metropolitan areas, have expressed with great clarity the reasons they are applying to be key players in the Green New Deal and the Recovery Plan. They made themselves available indeed to interpret the challenges of the Green New Deal, helping national and European governments to identify strategic actions concerning the issues of economic recovery and environmental sustainability, climate change and energy renewal of built heritage, sustainable mobility, digital connectivity, support for new businesses, inspired by new production models.
- **The Milan-Bologna urban macro-region could apply at the national and European level to build a pilot project /incubation space inspired by the New Green Deal/**

# ITI as a resource

The ITI (Integrated Territorial Investment) was introduced in the context of Cohesion Policies as **a territorial tool, in the form of a mechanism for the "delivery" of structural funds**, helpful in implementing integrated development strategies:

- **potential for territorial and governance integration:** a "reliable" framework (that of European funds) to base a targeted collaboration open to solicitations from below.
- **experimental attitude:** prompting many local actors to put new expectations into play and try approaches different from traditional fund management, often using it as a complement to more structural policies.
- **strategic ability to move the "cognitive" barriers** of the actors involved towards new imaginaries by expanding the knowledge available to them and stimulating interventions that tend to shift public action due to their experimental nature towards clearly defined problems and opportunities.



## SCENARIO 1: A unique interregional ITI

Delegation of operative functions to a single ad hoc agency/structure with legal personality, relieving the pressure on involved administrations and enhancing the efficiency of the process.

The compresence of such a cohesive actor, of a common imaginary and of a strategy focused on few central issues could be the cornerstone of this ITI. In an initial phase of the regionalisation process, the interregional ITI could have an explicit experimental attitude.

## SCENARIO 2: ITI 2: Two separated regional ITIs

A strong political and administrative complementarity needed

An ITI office inside existing administrations for managing multiple funds and for inter-regional cooperation

The creation of forums and appointments for exchanging information

Identification of intermediate bodies to have a closer relation with the local authorities.

The office could be located in the two metropolitan cities involved.

## SCENARIO 3: ITI 3: Multiple ITIs at local scale

Strict complementarity between policies in urban and non-urban territories, between more and less accessible areas, enhancing cohesion among any other attribute.

funding and decisional power to the territories which were less advantaged from the presence of the high-speed railway, redistributing the regional resources for development in an equal way.

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### **1st Viewpoint: Acting like a urban region: actors and policy networks**

Question: how to support places and territories?

*Bank foundations, National Associations of Municipalities // Claudia Sorlini, Vicepresidente Fondazione Cariplo; Marco Giubilini, Referente Territorio e Digitalizzazione ANCI Emilia-Romagna; Maurizio Cabras, Direttore Dipartimento Territorio ANCI Lombardia*

### **2nd Viewpoint: Acting like an urban region: the EU Green deal as a reference for establishing a new translocal alliance**

Question: the EU Green deal as a reference for establishing a new translocal alliance?

*Metropolitan cities/inner areas (MI-BO PV-PC) // Arianna Censi, Vice Sindaca, Città Metropolitana di Milano; Marco Monesi, Assessore alla Pianificazione, Città Metropolitana di Bologna; Valentina Orioli, Vicesindaca Comune di Bologna; Vittorio Silva, Direttore Generale, Provincia di Piacenza*

### **Open debate**

**15.20-15-30 BREAK**

### **15.30 // Fourth Panel Discussion: Urban regions in the 2021-2027 EU cohesion policy //**

*Chair Henk Bouwman, Secretary General METREX*

The aim of this final session is to open a space for discussion about the role of EU urban regions in the 2021-2027 cohesion policy, stressing their potential both at national and EU level. At the same time the session, with the contribution of national stakeholders, also aims at setting the conditions for the Milan-Bologna urban region stakeholders to take an active role in embedding the regional imaginary within the innovative governance frameworks offered by the Integrated Territorial Initiatives.

#### **Round table**

*Marco Cremaschi, Sciences Po, IMAGINE team, introducing the session*

*Henk Bouwman, Secretary General of METREX coordinating the session*

- *Jan Olbrycht, MEP, European Parliament*
- *Sebastiano Zilli, European Commission DG REGIO*
- *Wiktor Szydarowski, ESPON EGTC Director*
- *Mara Cossu, Ministry of Environment and Protection of Land and Sea*
- *Luisa Pedrazzini, ESPON MC Italy*
- *Xavier Tiana Casablanca, Metropolitan Area of Barcelona*
- *Andrzej Czajkowski and Małgorzata Kucińska, City of Warsaw*
- *Carmine Pacente, Metropolitan City of Milan and Committee of the Regions*
- *Prof. Maria Prezioso, University "Roma Tor Vergata", ESPON Contact Point Italy*

### **17. 00 // Conclusion and end of the Meeting**

*Piero Bassetti, Presidente Globus et Locus*

*Alessandro Balducci, Politecnico di Milano, DASTU*

*Valeria Fedeli, ESPON IMAGINE Coordinator – Politecnico di Milano, DASTU*

*Piera Petruzzi, ESPON IMAGINE Officer*

# // Thank you!

Valeria Fedeli, Politecnico di Milano

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the final evidences will be available at IMAGINE ESPON webpage. <https://www.espon.eu/imagen>.